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Smaller institutions with business schools say they may form an accrediting agency that would be more attentive to their needs: Page A15.

Bishop College must improve its financial condition by March 31 or close its doors: Page A23.

Predictions that the former Governor will be made president of the Tennessee university system have upset some Democrats: Page A23.

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OPPONENTS DON'T FIGHT IT

Biggest Pork Barrel Ever: $225-Million for Projects that Bypassed Merit Reviews

By COLLEEN CORDES
WASHINGTON

In the rush to approve a spending measure for fiscal 1988 last month, Congress quietly approved millions of dollars' worth of funds for campus research projects that had not been subject to traditional merit-review procedures.

In past years, the financing of such research—sometimes labeled "pork-barrel science" by opponents—has generated rancorous debates in Congress. But the controversy over the wisdom of allowing lawmakers to direct federal money to specific campus projects appears to have died down, and the practice has become more prevalent than ever.

Congress approved more than $225-million for specific campus projects in this year's budget—an amount that experts believe sets a record.

Because members of Congress have become persuaded that economic vitality—local, as well as national—is closely tied to investments in science and education, it is widely expected that in the years to come, more and more lawmakers will try to get special projects for campuses in their states.

Much of the money for projects at specific universities is to be used for construction of research buildings or other campus facilities. Some of it, however, will be spent directly on research.

A few members of Congress will probably continue to decry such expenditures. And many university officials and representatives of scientific associations continue to condemn the process of allowing politics to become a major factor in the awarding of research dollars.

However, after losing so many battles in Congress, the opponents seem to have given up. What's more, the universities and lawmakers that have long been champions of such direct appropriations have aggressively staked a claim to the higher moral ground. Proponents argue that Congress

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A partial list of the campus projects backed by Congress even though federal agencies had not requested them: Page A26.

Council Asks Colleges to Adopt 'New Agenda' on Women's Issues

By LIZ McMILLEN
WASHINGTON

The American Council on Education has called on colleges and universities to adopt 15 guidelines aimed at improving the status of women on the nation's campuses.

The recommendations, which were issued last week in a report by the council's Commission on Women in Higher Education, include correcting what the writers call inequities in hiring, salaries, and tenure rates; developing personnel policies that support children and families; and encouraging and supporting new scholarship on women.

The report also urges colleges to be aware of how their policies affect women from minority groups, and it recommends the creation of campus centers that would allow faculty members and students to discuss the changing expectations of men's and women's roles.

Noting higher education's significance in shaping cultural and social values, the report urges colleges to address prevailing attitudes that may restrict the progress of women not only in the classroom but beyond, as well.

More than Half of Undergraduates

The report, called "The New Agenda of Women for Higher Education," is being distributed to help colleges meet the needs of women, who now constitute more than half of undergraduate enrollments.

" 'The New Agenda of Women for Higher Education' articulates what we hear women asking of higher education and what we believe to be higher education's responsibility to them," the report

Continued on Page A18

Reform of Big-Time Sports Grinds to a Halt

Small colleges are tightening rules governing sports, but universities with big-time programs are resisting national reform attempts: Page A39.

Black Students Seen Facing 'New Racism' on Many Campuses

Environment at 'white' colleges viewed as hostile to minorities

By CHARLES S. FARRELL

A resurgence of racist incidents in the past two years has led some educators, students, and others associated with higher education to warn of "a new racism" on college and university campuses.

It is "new," they say, in that it has taken on less extreme proportions than the racial strife of years past, when black students were fighting for access to white institutions. But now that they have won that access, black students are finding that white campuses are often hostile environments in which vestiges of the "old" racism persist: racist themes at fraternity parties, subtly different treatment by professors, and epithets scrawled on dormitory-room doors.

In the wake of the incidents, some colleges and universities have mounted programs to sensitize students, faculty members, and administrators to racial issues.

Incidents Across the Country

The most publicized incident took place more than a year ago on the campus of the University of Massachusetts at Amherst when black and white students got into a brawl after the final game of the 1986 World Series. Since then, incidents have been reported on campuses across the country:

- A fight between black and white students at Fairleigh Dickinson University's Teaneck, N.J., campus led officials to hold a symposium on racism and to ban a fraternity.
- A black student at Manhattanville College said he had been verbally and

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Amid Stench and Decay, Professors and Students in Zaire Struggle to Keep Their Impoverished University Alive

By STEVE ASKIN
LUBUMBASHI, ZAIRE

A Ph.D. candidate's defense of his dissertation was interrupted here not long ago when the sun went down. The department chairman had to go find a candle.

Irregular or non-existent electricity is only one of many severe handicaps confronting the National University of Zaire at Lubumbashi, an institution whose facilities have been so weakened by decades of neglect and widespread impoverishment that its 7,000 students and 500 faculty members are constantly struggling to keep the campus alive. Political repression and official corruption across the country have only compounded the university's difficulties.

"They should simply shut it down until the government gets serious about education and is prepared to spend some money on reconstruction," says one alumnus—an unusual person in that an estimated five of every six students here never graduate.

It is a campus of few books, hardly any sanitary facilities, decaying buildings, and a budget so small that the administration is virtually powerless to make improvements.

"We know what we have to do, we know how to do it, and we have the personnel," says Rector Lombeya Bosongo Likund'Elio. "But we don't have the money."

Although the Lubumbashi campus—one of Zaire's three national universities—may be an extreme example, its troubles illus-

Continued on Page A42

The World Bank has revised a report on education in Africa to stress its support for financial aid to universities: Page A41.

MARGINALIA

Memorandum to tenants of One Dupont Circle, the National Center for Higher Education in Washington:

"Stairwell B will be open between the hours of 4:30 p.m. and 6:00 p.m. Monday through Friday. . . . This action will facilitate egress from the building during peek activity on the elevators."

And mollify shy persons.

■

Notice in *Promotion and Employment Opportunities*, published at the University of California, San Diego:

"MUSEUM PREPARATOR (Scripps Aquarium-Museum/Scripps Institution of Oceanography). Assist with maintenance of aquarium specimens and faculty, including preparation of food and feeding. . . ."

Everybody loves a little coddling.

■

From the editor's column in *Science:*

"In the United States, Ford employs about 100,000 people who are represented by the UAW. . . . The previous educational attainments of the employees vary. About 25 percent have not completed high school. Another 60 percent stopped studies after completing high school. About 20 percent have had some college or university experience."

And one or two flunked math and became journal editors.

■

From the Lubbock (Tex.) *Avalanche-Journal:*

"AUSTIN—A Littlefield teacher is one of seven persons tapped Wednesday by Gov. Bill Clements to serve on the Texas Literacy Council. . . .

"In announcing the appointments, Clements noted that wiping out literacy in Texas is one of his primary goals."

Let's all pitch in and help.

■

Sign in a building at the University of North Florida:

QUITE PLEASE
YOU ARE ENTERING A TESTING ZONE

Spelling exam?

■

News item in *Spectrum*, the student newspaper at North Dakota State University:

"Donald Score, an SU graduate student in sociology, will announce today his intention to be a candidate for the North Dakota House of Representatives in District 45. . . .

"Score will first have to receive the endorsement of the Democratic Party in District 45. He said there is a screening committee currently looking at several people.

"If Score passes mustard at the committee level, he would go on to seek nominations at the District 45 Democratic Party convention."

We relish the prospect. —C.G.

In Brief

TIAA Gets Approval for Money-Market Plan

The Securities and Exchange Commission last week gave conditional approval for higher education's largest pension companies to introduce a long-delayed money-market account. The commission also scheduled an administrative hearing on the companies' operations for March 16.

The S.E.C. said the companies—Teachers Insurance and Annuity Association and College Retirement Equities Fund—could create the money-market fund if they also introduced another account, from which participants could freely transfer money when they wished. Stanford University and other campuses had objected to the companies' request for exemptions from S.E.C. rules on whether money already invested in an account could be withdrawn or rolled into other funds (*The Chronicle*, November 18, 1987).

T.I.A.A.-C.R.E.F. officials said they were pleased by the S.E.C. decision, pointing out that the creation of a second fund had been recommended in a report on the companies' future and was already under discussion.

An S.E.C. lawyer said administrative hearings were very rare. The hearing is expected to raise many of the controversial matters that have dogged the companies in recent years, including their restrictions on redeeming money already invested and procedures for shareholder elections.

White Columbia Student Was Bias Victim, Jury Says

A Manhattan federal jury has determined that a Columbia University senior who was disciplined for his involvement in a racial brawl was unduly suspended and has revoked the punishment.

Drew Krause, a senior, who is white, was suspended for one semester after a university investigation found him guilty of verbal harassment in a campus fight last March between black and white students. Mr. Krause was the only student identified as displaying such behavior, according to a university spokesman, and therefore the only one suspended.

The jury found that in disciplining Mr. Krause the university had discriminated against him because he is white.

Judge Vincent L. Broderick said he disagreed with the verdict, but refused to overturn it because he believed sufficient evidence had been presented for the jury to make a judgment.

Mr. Krause's suspension was to have begun last fall, but he sued the university and was granted an injunction allowing him to attend classes until his case was decided.

The university is considering an appeal, the spokesman said.

Court Says College Panels Are Not Bound by Trial Rules

BOSTON

University disciplinary proceedings can provide a fair hearing for a student facing suspension without using all the procedures required in criminal trials, the U.S. Court of Appeals for the First Circuit ruled last week.

The ruling overturned a district-court decision holding that the University of Rhode Island violated the constitutional right of student Raymond J. Gorman, III, to due process of the laws.

Mr. Gorman claimed that his right had been violated because university procedures did not allow him to have a lawyer present or to tape-record the proceedings of the University Board on Student Conduct, which ordered his suspension following two lengthy hearings.

The hearings by the panel of six students and one faculty member were held after two university employees charged Mr. Gorman, then a member of the student senate, with harassment and verbal abuse after disputes over use of a student van.

'Answer, Explain, Defend'

"In fostering and insuring the requirements of due process, courts should not require that a fair hearing be one that necessarily must follow the traditional common-law adversarial method," the appeals court ruled. The key is whether "the individual has had an opportunity to answer, explain and defend," the court said.

A student's rights "must be balanced against the need to promote and protect the primary function of institutions that exist to provide education," it added.

"The undue judicialization of an administrative hearing, particularly in an academic environment, may result in an improper allocation of resources and prove counterproductive," the court said.

Mr. Gorman's lawyer said he had not read the ruling and could not say if he would appeal.

Nicholas T. Long, an Assistant Attorney General of Rhode Island who argued the case for the university, said: "This is a significant pro-student-rights decision. It upholds the very valuable principle that students can govern themselves and sit in judgment on their peers so long as they act fairly."

—CHERYL M. FIELDS

Long Beach President in Rift on Departure Date

A dispute has arisen between Stephen Horn, who last November abruptly announced his retirement as president of California State University at Long Beach, and the chancellor of the state university system, over when Mr. Horn should leave his post.

Mr. Horn, who has declined to say whether he was asked to retire by the chancellor, W. Ann Reynolds, says he wants to remain on the job until July 1.

In a memorandum to Mr. Horn, Ms. Reynolds suggested he take the many unused vacation credits he has built up and leave on February 1.

Mr. Horn had been critical of Ms. Reynolds during her performance review last year, but her office denied any ulterior motives for asking Mr. Horn to leave his post by February 1.

Lawyers for Mr. Horn and the university system were meeting to try to resolve the disagreement.

Court Says Bankruptcy Ends Accreditation

A federal bankruptcy judge in Maine has ruled that a college's accreditation does not survive after it reorganizes under federal bankruptcy laws.

The ruling arose from a case involving Nasson College in Spring-

Academic Libraries Urged to Study Needs of Users and Set Performance Standards

SAN ANTONIO

If academic libraries are to measure themselves by the services they provide rather than by the numbers of books and journals they possess, they need to decide what services are important, says a committee of the Association of College and Research Libraries.

The committee on performance measures, which met at the American Library Association's midwinter meeting here this month, will recommend that libraries study the needs of their users before establishing such measures. The recommendation will be in a manual to be published late next year.

'A Lot of Reluctance'

Although committee members say their manual is simply a response to a changing information environment, they admit that many librarians would rather measure miles of filled shelves than the efficiency of the reference desk or the circulation per student.

"There is a lot of reluctance to apply performance measures," said Virginia Tiefel, director of library-user education at Ohio State University and chairman of the committee that is preparing the manual. "Any time you talk about measurements, people are threatened."

The committee said academic libraries should measure performance based on how well they are able to meet the needs of their patrons.

One problem with that, Ms. Tiefel said, is that most libraries are not sure what patrons want. Libraries must first do surveys to determine "what per cent of the users' needs are for specific materials, what per cent for specific information, and what per cent for information on a subject," she said.

The reason for the uncertainty about user needs, said Miriam A. Drake, director of libraries at the Georgia Institute of Technology, is the changing information environment created by electronic data bases and the proliferation of journals and books—components of the information revolution that accompanied the growth of automation.

'Shoppers for Scholars'

"We're moving from the K Mart supply model, in which the library buys the supplies and the people do all the work themselves, to a demand-driven model in which librarians become personal shoppers for scholars," Ms. Drake said.

Librarians have to find ways to help patrons "efficiently obtain small amounts of relevant information and data, not all the world's knowledge," she added.

Despite the problems, many libraries are instituting performance standards to help them compete for scarce campus resources. Leslie A. Manning, library director at the University of Colorado at Colorado Springs, said her staff had accepted the idea of performance measures because they—like others on campus—need to know how well they are doing in order to make a cogent argument for sufficient resources to carry out their programs.

Added Patricia M. Kelley: "We are all engaged in planning processes. Performance measures are a natural extension of planning."

Ms. Kelley, who is acting associate university librarian at George Washington University, said: "We need measures to know how to allocate resources, to tell administrators what we are doing well and what we ought to be achieving."

The intent of the manual, said Ms. Tiefel, is to "help us in making management decisions about libraries."

—JUDITH AXLER TURNER

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Dispatch Case

The excitement felt by American scholars who have had contact with Soviet counterparts in recent months is unusually significant—not just a flash in the *glasnost* pan. The Americans are beginning to speak in terms of increasingly meaningful collaboration in more fields than ever before.

Last week this space took note of a broad new agreement for cooperation between the American and Soviet science academies. Now the International Research & Exchanges Board, a 20-year-old organization that administers U.S.-Soviet research agreements in the humanities and social sciences, has signed a new two-year pact with the Soviet Union.

■

Although it is the seventh consecutive biennial agreement, said Allen H. Kassof, executive director of the exchanges board, this one holds special promise.

The Russians are looking for "hard information," particularly in economics and politics, he explained, adding that, in the new Soviet spirit of openness and restructuring, they are "in a problem-solving mode."

What are the implications for American scholarship? Said Mr. Kassof: "We're going to get increasing access to [Soviet] data in all fields. Eastern Europe is starting to move, too."

Areas of particular interest under the latest agreement are management studies and micro-economics. Other fields of inquiry include surveys of American and Soviet political opinion, and ethical problems in biology and medicine.

Mr. Kassof said American representatives also have had recent contacts with Czechoslovakia to arrange a joint meeting on economics in the United States next fall.

■

Among many other examples of developing Soviet-American interchange:

- A delegation of two dozen Russians, headed by Minister of Culture Vasiliy G. Zakharov, is due to arrive in the United States this week for a week-long series of seminars and cultural events coinciding with the 30th anniversary of first U.S.-Soviet exchange agreement. One four-day seminar, at Gettysburg College, will consider "the future of exchange."
- The Citizen Exchange Council, a non-partisan organization that recently began a series of student exchanges between American and Soviet universities, will announce an expansion of the program this week.
- The Center for Soviet-American Dialogue, a non-profit group that has taken more than 700 Americans to the Soviet Union in the last three years, will hold a five-day "Citizens' Summit" in Washington next week for nearly 90 Russians—academics, cosmonauts, editors, physicians, and others—and some 300 Americans.

International

World Bank Revises Report on Education in Africa to Emphasize Support for Financing of Universities

Officials say agency is not formally advising countries to transfer funds to elementary education

CABBAS, MAGNUM

The World Bank has urged African countries to boost spending on elementary education. Above, an open-air school in Accra, Ghana.

By ROBERT L. JACOBSON

WASHINGTON

The World Bank is attempting to underscore its support for public higher education in the developing countries of Africa after a year in which some of the continent's academic and governmental leaders expressed serious misgivings about the bank's position.

Two bank officials directly concerned with the issue said last week that drafts of a newly released policy report on sub-Saharan education had been revised to point up the fact that, as one of them put it, "the bank believes in higher education in Africa" and wants it to improve along with other levels of education in the face of deteriorating conditions.

Commenting on the eve of a World Bank conference in Paris for agencies that finance African education, the officials also maintained that—contrary to criticisms by the African leaders over suggestions in previous bank literature—the agency was not formally recommending that African nations transfer some of their higher-education funds to other levels of education, particularly elementary schools.

The two officials disagreed over whether

Continued on Following Page

How Africa Compares

Proportion of per-capita gross national product spent per student

	Primary	Secondary	Higher
Sub-Saharan Africa	15%	62%	800%
Southeast Asia and Pacific	11%	20%	116%
South Asia	8%	18%	119%
Latin America	9%	26%	88%
All developing countries	14%	41%	370%
Industrial countries	22%	24%	49%

SOURCE: THE WORLD BANK

Canada Raises Science Funds $1.3-Billion; 'Smoke and Mirrors,' Critics Say

By MARK GERSON

TORONTO

Canada will add $1.3-billion (Canadian) to its spending on science and technology over the next five years, much of it directed toward universities, Prime Minister Brian Mulroney has announced.

Critics, however, complained that the plan would do little more than return federal spending on science and technology to its level in 1984, the year Prime Minister Mulroney and his Progressive Conservative government came to power.

"This is all smoke and mirrors," said William Rompkey, a member of parliament from the opposition Liberal Party.

Disappointment over Basic Research

The Canadian Association of University Teachers welcomed the additional funds, but expressed disappointment that Mr. Mulroney did not commit some of them to basic research, research in the social sciences and humanities, and a program to encourage more women to seek science and engineering degrees.

Mr. Mulroney presented his spending plan at the federally sponsored National Conference on Technology and Innovation here.

He said $250- to $300-million of the funds would be spent to set up and finance "a national program of centers of excellence on university campuses," and $25-million would be used to create 2,500 undergraduate scholarships in science, engineering, and related disciplines.

Mr. Mulroney offered no details on the centers' make-up, saying only that they would be selected by an international panel of experts and would "conduct world-

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Move to Ban Tenure Stirs Intense Lobbying in Britain

By DAVID WALKER

LONDON

Legislation that would abolish faculty tenure and tighten the government's controls over Britain's universities has prompted those institutions to embark on one of their most intense lobbying campaigns ever.

Organized lobbying of members of Parliament is still comparatively rare in Britain, but the Committee of Vice-Chancellors and Principals has assigned one of its officials, Mary Morgan, to undertake an unprecedented full-time liaison role with the lawmakers.

The Association of University Teachers, in conjunction with the National Union of Students and labor unions representing non-academic staff members in higher education, is organizing a "day of action" on March 3, involving a mass lobby of Parliament and a street demonstration.

Auriol Stevens, spokeswoman for the

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Professors and Students in Zaire Struggle to Keep University Alive

Continued from Page A1

trate what some international experts fear may be in store for most African academic institutions in an era of deepening financial distress throughout the continent.

Such concerns, which dominated meetings of African academics in 1987, are likely to continue to receive significant international attention this year, particularly in light of a newly published policy report by the World Bank that calls on African nations to consolidate and reduce the costs of higher education as they move to expand elementary education.

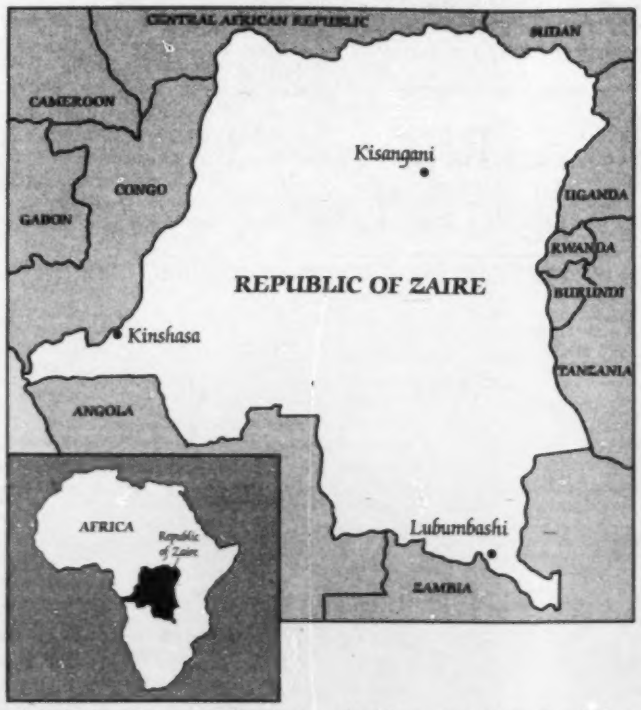
Early drafts of the World Bank's report were strongly criticized by African university leaders.

Broader Economic Malaise

Here in Zaire, as in other African countries, campus problems are part of a broader economic malaise. Educators and political leaders ask: What can be done to revive institutions whose success is crucial to economic development but whose health is undermined by current economic ills?

Perhaps the most dramatic problem in Zaire has been the collapse of food production. In 1960 the country was agriculturally self-sufficient; today it must import 60 per cent of its food. But how can deteriorating universities like the one in Lubumbashi help solve that problem if they lack the resources to produce well-educated professionals?

Indeed, Lubumbashi hardly has a budget. Funds for everything except salaries and scholarships come from tuition, which was increased last year to $20 from $8 but remains far too low to meet even the most basic costs.



Physically, the university here makes a visitor think of a war zone.

Half of the seven-story administration building, which once served as headquarters for United Nations peacekeeping forces, is vacant and unusable. The dirt-gray structure, formerly white, still bears bullet scars from the five years of civil strife that followed independence from Belgium in 1960.

A slogan painted in the lobby describes the priorities of President Mobuto Sese Seko's government. Referring to the ruling party, the Popular Movement of the Revolution, the sign declares: "M.P.R. first, everything else afterwards."

Outside, the yard is strewn with garbage and the remains of old cars and trucks.

The rest of the campus is no better. In many classrooms, bare metal frames are all that is left of desks and seats whose wooden components have been stolen—probably by underpaid policemen and soldiers from nearby military installations, people here say.

Thieves have also ripped away the corrugated tin roofs of many buildings, making the classrooms unusable during the rainy season. At other times, though, roofless classrooms are preferred over many others, which lack electricity or suffer power outages lasting for weeks at a time.

Insufficient lighting might be considered a more serious problem if students here had something to read at night, but there are hardly any books. There is no central library on the campus, and most students do not use the one in town because they can't afford the 12-cent bus fare.

Apart from a few donations from expatriate faculty members and other foreigners, most of the university's departmental libraries have acquired no books since the Lubumbashi campus was nationalized in 1971, along with universities in Kisangani and Kinshasa, the nation's capital. In the Lubumbashi law school, students say all the library books were published in the colonial era.

There is no campus bookstore, and the city, with a population of about 500,000, has only two bookstores. They stock some imported novels, textbooks for elementary and high schools, and religious books, but no university-level materials.

Borrowing Professors' Books

Students who want to read must develop friendships with faculty members and borrow their books. Recently a medical student showed off a five-year-old pathology textbook he had borrowed from a professor, who had bought it while visiting the United States. The book was in English, which the student barely understood.

Most students spend 30 to 40 hours a week in classes, and they study almost entirely from lecture notes. Professors complain that the practice reinforces a legacy of colonialism—an emphasis on rote memorization over creating thinking.

"We inherited from the Belgians a system where the professor is all-knowing and the student is considered totally ignorant," says a member of the humanities faculty—who, like most of his colleagues, is unwilling to be quoted by name.

'When?' but Never 'Why?'

Adds an expatriate professor: "Students want you to open the tops of their heads and pour in knowledge. They want us to ask 'When?' or 'What?' but never 'Why?' "

Many Lubumbashi faculty members live on the economic margin in run-down homes and apartments that they rent from the university. Their salaries have not kept up with inflation, which has averaged 50 per cent a year for the past decade, according to the World Bank.

Salaries often remain unchanged for two or three years at a time, until massive salary adjustments temporarily provide professors with close to a living wage. Following the latest such adjustment about a year ago—it more than tripled the income of most faculty members—salaries ranged from the equivalent of $60 a month for graduate assistants to $500 for full professors. But the salaries are relatively much lower than those of a decade ago. Meanwhile, the price of food here is often comparable to that in the United States.

Most academics survive by moonlighting. Some own shops in town, others raise goats or chickens, and a few hold additional full-time jobs at other educational institutions.

Students have a tougher life than their teachers. More than 5,000 students live, often four or five to a tiny

World Bank Revises Report on Education in Africa to Stress Support for Financing of Universities

Continued from Preceding Page

that stance constituted a new position for the bank, and portions of the new policy report appeared to leave considerable room for the idea of reallocating savings from higher education to elementary education.

Bank Has 'Changed Its Mind'

According to Stephen Heyneman, chief of the Education and Training Design Division in the bank's Economic Development Institute, the bank has "changed its mind" on the reallocation issue, partly in response to comments over the past year by African ministers of education and finance.

Some African leaders had criticized a 1986 World Bank publication, *Financing Education in Developing Countries*, that discusses reallocation in a favorable light. The leaders also had charged that an early version of the new policy report, which deals with education in 39 sub-Saharan countries, took the same perspective.

The sub-Saharan report was reviewed by the bank's board of directors last fall and published this month. It was to be the focus of the meeting in Paris, scheduled for this week.

Mr. Heyneman said the bank no longer subscribed to its own long-standing "advice" that, because of excessive costs and relatively inequitable benefits of higher education, the burden of financing it in developing countries should be placed more on private resources—and that the savings from such a change, as well as from more efficient operations in higher education, should be transferred to elementary education.

"It is now felt that the economic cost for making such reallocations would be less than the benefits," Mr. Heyneman observed in an internal memo at the bank.

One reason for such thinking, he said last week, is that it became clear that "more resources are going to be necessary" for African higher education, regardless of how spending on elementary and secondary education might be increased.

No 'Fundamental' Change

But Peter R. Moock, senior economist in the bank's Education and Employment Division and principal author of the newly published policy report, said that the bank had never categorically insisted on reallocations, and that its policy recommendations "have not changed in any fundamental way."

Mr. Moock said the report's tone, but not its substance, had been revised to emphasize the needs of African higher education. But he acknowledged that various statements in the report, when taken as a whole, could be viewed as sympathetic to reallocations.

Calling those references an "allowance," rather than a specific recommendation, Mr. Moock remarked: "As one who co-authored the report, I don't see it as a change in our thinking. I don't see it as a change in bank policy, either. I don't think it was ever official bank policy that governments should be persuaded to transfer funds" from one level of education to another.

The report includes these points:

- Expansion of primary education in Africa, which is suffering from declining quality and severe underfinancing, "will inevitably require that additional resources be mobilized."
- "In principle, these additional resources can be made available either by reallocating resources within the education sector in favor of the primary level or by increasing the total allocation to the education sector."
- "In many African countries, a good case can be made for gradually increasing the proportion of public-education budgets allocated to primary education."
- Although that does not necessarily imply a decline "in absolute terms" for secondary or higher education, "most of the increase in total resources for higher education, which is urgently required in most countries, will have to come not from growth of the public budget but rather from increased private financial contributions."
- "The scarcity of funding for capital investment and non-salary operating expenses has seriously undermined the quality of education in African universities." Those institutions have "too many graduates in many fields, too few high-level personnel for postgraduate education and research, and not enough . . . advisory and consultancy services" in research and development.
- "Recent deterioration threatens the ability of most of Africa's institutions of higher education to contribute to the region's development."
- Some universities, campuses, departments, and teaching programs "need to be amalgamated into larger units of economically viable size. . . . Personnel reductions, especially of non-teaching staff, are indicated in some countries."
- Over the next 5 to 10 years, "the number of students at most institutions needs to be stabilized, by tightening admission and performance standards and by eliminating living allowances and free room and board."
- "A painful—but absolutely necessary—concomitant of this adjustment . . . will be reductions in faculty numbers beyond what would occur through normal attrition."

The report describes per-student expenditures for public higher education in sub-Saharan Africa as "exorbitantly high"—roughly six to seven times as much, as a percentage of per-capita Gross Domestic Product, as expenditures in Asia and nine times as much as in Latin America.

Confusion and Infighting

Participants in meetings where African university leaders criticized the reallocation idea last year have since reported that some confusion seemed to exist between a draft of the policy report and the 1986 report on education in developing countries.

In addition, political infighting at the World Bank may have contributed to a misrepresentation of the bank's official policy on the issue, an informed source said here last week, adding that the reallocation idea was continuing to provoke "genuine disagreement" among scholars and bank officials.

"It is something that people are still sorting out," this person said.

According to Mr. Heyneman, bank officials hope that the Paris meeting will contribute to a consensus on policy issues among leaders of major international donors to African education.

As of the early 1980's, the latest period for which data have been reported, annual grants to Africa from such agencies totaled some $750-million, compared with total educational expenditures by African governments of about $10-billion a year, Mr. Moock said.

Whether the final version of the World Bank's policy report will meet all the objections of critics remains to be seen.

One educator whose organization has been concerned about the reallocation question, Donald R. Allen, deputy director of the International Association of Universities, said in a telephone interview last week that he had thought the bank was moving in the right direction until he learned of some observations in the final version of the report. Cutbacks in public spending on students' living expenses, for example, would be "barking up the wrong tree," he said.

Copies of the World Bank's report, *Education in Sub-Saharan Africa: Policies for Adjustment, Revitalization, and Expansion*, Stock Number BK996, are available for $12.95 each, prepaid, from World Bank Publications, Department 0552, Washington 20073-0552.